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U.S. Department of Homeland Security
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U.S. Citizenship
and Immigration
Services

D1

FILE:

Office: VERMONT SERVICE CENTER

Date: DEC 23 2004

IN RE:

PETITION: Application for T Nonimmigrant Status under sections 101(a)(15)(T)(i) and 214(n) of the Immigration and Nationality Act, 8 U.S.C. §§ 1101(a)(15)(T)(i) and 1182(n).

ON BEHALF OF PETITIONER:

INSTRUCTIONS:

This is the decision of the Administrative Appeals Office in your case. All documents have been returned to the office that originally decided your case. Any further inquiry must be made to that office.

Robert P. Wiemann, Director
Administrative Appeals Office

DISCUSSION: The application for T nonimmigrant status was denied by the Director, Vermont Service Center, and is now before the Administrative Appeals Office (AAO) on appeal. The appeal will be dismissed.

The applicant is a native and citizen of Zambia who last entered the United States on August 5, 1997, with an F-1 student visa. The applicant seeks T nonimmigrant status pursuant to §§ 101(a)(15)(T)(i) and 214(n) of the Immigration and Nationality Act (the Act) in order to remain in the United States.

The director concluded that the applicant failed to establish that he was present in the United States as a result of a severe form of trafficking in persons, and therefore does not qualify for the desired classification. On appeal, counsel submits a brief and the applicant's affidavit. Counsel also submits other documentation, including the declaration of a law enforcement officer.

Section 101(a)(15)(T) of the Act provides, in pertinent part, that an applicant may be classified as a T-1 nonimmigrant if he or she is:

(i) [S]ubject to section 214(n), an alien who the Attorney General [now Secretary of Homeland Security (Secretary)] determines --

- (I) is or has been a victim of a severe form of trafficking in persons, as defined in section 103 of the Trafficking Victims Protection Act of 2000,
- (II) is physically present in the United States, American Samoa, or the Commonwealth of the Northern Mariana Islands, or at a port of entry thereto, on account of such trafficking
- (III) (aa) complied with any reasonable request for assistance in the investigation or prosecution of acts of trafficking, [and]...
- ...
- (IV) the alien would suffer extreme hardship involving unusual and severe harm upon removal;

Section 214(n) of the Act provides, in pertinent part:

- (1) No alien shall be eligible for admission to the United States under section 101(a)(15)(T) if there is substantial reason to believe that the alien has committed an act of a severe form of trafficking in persons
- ...

- (2) The total number of aliens who may be issued visas or otherwise provided nonimmigrant status during any fiscal year under section 101(a)(15)(T) may not exceed 5,000.

A successful § 101(a)(15)(T) application is dependent first upon a showing that the applicant is a victim of a severe form of trafficking in persons. According to the Trafficking Victims Protection Act, 22 U.S.C. § 7102(8), the term "severe forms of trafficking in persons" means

- A. sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; or
- B. the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.

The regulations at 8 C.F.R. § 214.11(f) provide specific guidelines on evidence that may be provided to support the applicant's contention that he is a victim of a severe form of trafficking. The regulations state:

(f) *Evidence demonstrating that the applicant is a victim of a severe form of trafficking in persons.* The applicant must submit evidence that fully establishes eligibility for each element of the T nonimmigrant status to the satisfaction of the Attorney General. First, an alien must demonstrate that he or she is a victim of a severe form of trafficking in persons. The applicant may satisfy this requirement either by submitting an LEA endorsement, by demonstrating that the Service previously has arranged for the alien's continued presence under 28 CFR § 1100.35, or by submitting sufficient credible secondary evidence, describing the nature and scope of any force, fraud, or coercion used against the victim (this showing is not necessary if the person induced to perform a commercial sex act is under the age of 18). An application must contain a statement by the applicant describing the facts of his or her victimization. In determining whether an applicant is a victim of a severe form of trafficking in persons, the Service will consider all credible and relevant evidence.

(1) *Law Enforcement Agency endorsement.* An LEA endorsement is not required. However, if provided, it must be submitted by an appropriate law enforcement official on Supplement B, *Declaration of Law Enforcement Officer for Victim of Trafficking in Persons*, of Form I-914. The LEA endorsement must be filled out completely in accordance with the instructions contained on the form and must attach the results of any name or database inquiry performed. In order to provide persuasive evidence, the LEA endorsement must contain a description of the victimization upon which the application is based (including the dates the severe forms of trafficking in persons and victimization occurred), and be signed by a supervising official responsible for the investigation or prosecution of severe forms of trafficking in persons. The LEA endorsement must address whether the victim had been recruited, harbored, transported, provided, or obtained specifically for either labor or services, or for the purposes of a commercial sex act. The traffickers must have used force, fraud, or coercion to make the victim engage in the intended labor or services, or (for those 18 or older) the

intended commercial sex act. The situations involving labor or services must rise to the level of involuntary servitude, peonage, debt bondage, or slavery. The decision of whether or not to complete an LEA endorsement for an applicant shall be at the discretion of the LEA.

(2) *Primary evidence of victim status.* The Service will consider an LEA endorsement as primary evidence that the applicant has been the victim of a severe form of trafficking in persons provided that the details contained in the endorsement meet the definition of a severe form of trafficking in persons under this section. In the alternative, documentation from the Service granting the applicant continued presence in accordance with 28 CFR 1100.35 will be considered as primary evidence that the applicant has been the victim of a severe form of trafficking in persons, unless the Service has revoked the continued presence based on a determination that the applicant is not a victim of a severe form of trafficking in persons.

(3) *Secondary evidence of victim status; Affidavits.* Credible secondary evidence and affidavits may be submitted to explain the nonexistence or unavailability of the primary evidence and to otherwise establish the requirement that the applicant be a victim of a severe form of trafficking in persons. The secondary evidence must include an original statement by the applicant indicating that he or she is a victim of a severe form of trafficking in persons; credible evidence of victimization and cooperation, describing what the alien has done to report the crime to an LEA; and a statement indicating whether similar records for the time and place of the crime are available. The statement or evidence should demonstrate that good faith attempts were made to obtain the LEA endorsement, including what efforts the applicant undertook to accomplish these attempts. Applicants are encouraged to provide and document all credible evidence, because there is no guarantee that a particular piece of evidence will result in a finding that the applicant was a victim of a severe form of trafficking in persons. If the applicant does not submit an LEA endorsement, the Service will proceed with the adjudication based on the secondary evidence and affidavits submitted. A non-exhaustive list of secondary evidence includes trial transcripts, court documents, police reports, news articles, and copies of reimbursement forms for travel to and from court. In addition, applicants may also submit their own affidavit and the affidavits of other witnesses. The determination of what evidence is credible and the weight to be given that evidence shall be within the sole discretion of the Service.

(4) *Obtaining an LEA endorsement.* A victim of a severe form of trafficking in persons who does not have an LEA endorsement should contact the LEA to which the alien has provided assistance to request an endorsement. If the applicant has not had contact with an LEA regarding the acts of severe forms of trafficking in persons, the applicant should promptly contact the nearest Service or Federal Bureau of Investigation (FBI) field office or U.S. Attorneys' Office to file a complaint, assist in the investigation or prosecution

of acts of severe forms of trafficking in persons, and request an LEA endorsement. If the applicant was recently liberated from the trafficking in persons situation, the applicant should ask the LEA for an endorsement. Alternatively, the applicant may contact the Department of Justice, Civil Rights Division, Trafficking in Persons and Worker Exploitation Task Force complaint hotline at 1-888-428-7581 to file a complaint and be referred to an LEA.

The documentation on the record does not establish the second paragraph of § 101(a)(15)(T) of the Act, that is, that the applicant is currently present in the United States as a result of a severe form of trafficking in persons. Although it appears that the applicant was deceived by and suffered due to the actions of a group called Teaching the Teachers (TTT), the evidence on the record does not establish current eligibility for the T-1 visa.

In order to obtain a T-1 visa, the applicant must demonstrate that he (1) is or has been a victim of a severe form of trafficking in persons; (2) is physically present in the United States, American Samoa, or the Commonwealth of the Northern Mariana Islands, or at a port of entry thereto, on account of such trafficking; (3) complied with any reasonable request for assistance in the investigation or prosecution of acts of trafficking; and (4) would suffer extreme hardship involving unusual and severe harm upon removal from the United States. The director noted that the evidence failed to establish the second of the four requirements described above. On appeal, counsel asserts that the applicant made his last of several entries into the United States in an effort to escape the traffickers, who, according to counsel, closely controlled him when he returned to his native Zambia and continued to seek him out after his last entry into the United States in 1997.

According to statements on the record, the applicant was recruited in Zambia, along with a number of other young people, ostensibly to come to the United States to sing for a religious group. After their arrival, the applicant and the other Zambian youths discovered the arrangements were not as had been described. According to the record, TTT coerced the applicant into singing for long hours with no pay, constantly making and breaking promises to help his family and community in Zambia. TTT was able to coerce and cajole the applicant into exiting and returning to the United States several times, in order to obtain P visa status. The applicant's housing and employment conditions deteriorated even more, until the last TTT orchestrated return to Zambia, when the applicant decided to do something to help himself and the other singers.

The applicant stated that TTT representatives accompanied him back to Zambia in order to secure another visa to continue singing. He stated that he and his passport were under strict control; however, he was able to sneak out to obtain an F-1 student visa. TTT representatives in Zambia gave him permission to travel to South Africa, from where he departed for the United States instead of returning to Zambia. The applicant stated that he entered the United States with the F-1 visa, stayed with a host family who had helped him make the arrangements, and took steps to help his fellow Zambians who were still under TTT's control. The applicant stated that TTT personnel called him at his host family's house and threatened him. The record reflects that the applicant reported TTT's activities to a law enforcement officer, and that a successful civil case was brought against TTT under the Fair Labor Standards Act.

Counsel's assertion that the applicant made his last entry in 1997 in order to escape the traffickers is not supported by the evidence on the record. While the applicant returned to the United States on an F-1 visa for several reasons connected with his unfortunate experiences at the hands of TTT, the evidence does not reflect that his last entry was the direct result of trafficking in persons. While in Zambia, the applicant was able to leave the control of TTT personnel long enough to travel to the U.S. consulate and obtain a visa. He was also allowed to leave Zambia and travel to South Africa. After he returned to the United States, other than telephone calls, it does not appear that TTT took any steps to force him into servitude, peonage, debt bondage, or slavery. Thus, while the applicant's intent to return to the United States, in part, to help his fellow Zambian TTT choir members was admirable and commendable, it cannot be concluded that his return in 1997 was the direct result of TTT's trafficking, force, fraud, or coercion. As the applicant has failed to demonstrate that he fulfills the second requirement listed above, the AAO deems it unnecessary to analyze the merit of his claim with respect to the remaining three requirements.

In proceedings for application for T nonimmigrant status under §§ 101(a)(15)(T)(i) and 214(n) of the Act, the burden of proving eligibility remains entirely with the applicant. Section 291 of the Act, 8 U.S.C. § 1361. Here, the applicant has not met that burden. Accordingly, the appeal will be dismissed.

ORDER: The appeal is dismissed.